

PROCEEDINGS OF THE SYMPOSIUM ON NEEDED
REFORMS IN ADMINISTRATIVE STRUCTURE
in

TRIBAL AREAS IN BIHAR

JANUARY 12 - 13

ORGANISED BY

The Indian Institute of Public Administration, Delhi
Ranchi Branch

At

(Department of Anthropology, Ranchi University, Ranchi)

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A short report on the Symposium on "Needed Reform in Administrative Structure in Tribal areas in Bihar" held on 12 and 13th January, 1974.

The Indian Institute of Public Administration has its branch at this city of Ranchi, which is situated in the heart of the tribal belts of Middle India, posing manifold special problems on the administrative level due to various ethnic, geographical and historical factors. In view of these consideration it was decided to have an exploratory appraisal of such special situations of this area which warranted some radical change in the administrative edifice of this area. Whether it is in general administration or in the field of local self government, forest, excise, education, the needed reforms await exertion of our planners and administrators who are now poised for launching the Fifth Five Year Plans. A Sub plan for tribal areas in this state is also in offing and Government of Bihar in general and the Chotanagpur-Santal Parganas Autonomous Development Authority in particular are going to work seriously for driving away the regional imbalance of this area. These are being done in the background of our failures of Tribal Development Programmes and such analogous steps (to make the tribal catch up the non-tribals in the economic race) taken during the last four plan periods.

Thus, in such circumstances, it was decided to help our planners and administrators by deliberations of a seminar on the theme of "Needed Reforms in Administrative structure in Tribal areas in Bihar", as the desired results can be achieved only when we sharpen our instruments of action and fix up a right type of strategy of integrated development. The seminar was divided into the following sections with their respective problems, which the groups highlighted in course of discussion.

1. General Administration including Tribal Administration :

- (i) Whether the present administrative edifice is congenial to the growth of parliamentary system in this area in the real sense of the term ?

- (ii) Whether the new development in Administration envisaged by separating law and order and revenue administration from it is worthwhile and suits the people ?
- (iii) Whether administration of justice required some change in the changed context ?
- (iv) Whether self governing units like "*Kolehan*" and "*Damin-ikoh*" and "*Mundari Khuntkatti*" areas should be allowed to go just to bring about uniformity in judicial administration ?
- (v) Whether an area approach as envisaged in the Fifth Plan or Sub-plan would change the face of the area ?
- (vi) Whether various tenancy legislations of the area deserve modifications in the changed context ?

2. Local Self Government :

- (i) In what ways the functioning of traditional Panchayat and government sponsored Panchayat be co-ordinated ?
- (ii) What the Municipal administration should do to satisfy the civic-needs of the rapidly growing urbanisation in Chotanagpur in context with rapid Industrialisation ?
- (iii) What should be done to co-ordinate the Municipal Administration of neighbouring urban centres of Industrial and mining areas ?
- (iv) Whether ethnic consideration in the organisation of Zila Panchayat is essential ?

3. Industrial Administration :

- (i) Whether rapid industrial growth as an oasis in the vast areas of rural poor can serve the purpose ?
- (ii) Whether special privileges envisaged for the local people have been conducive to the industrial growth ?
- (iii) How can we drive away poverty from the land of industrial plenty ? How can per capita income be increased ?
- (iv) What appropriate steps be taken to prepare the area for facing the challenge of Industrial Revolution ?

- (i) What should be our planning to cater the educational needs of tribal, urban and industrial areas of Chotanagpur ?
- (ii) Whether there is anything like Tribal Education ? Do we actually want to have special syllabus, teachers, schools for the tribals ?
- (iii) What are the difficulties in bringing about uniformity in administrative control of aided and government institutions.
- (iv) What steps be taken to make education effective as a modern agency of social and economic change in the tribal belt of Chotanagpur and Santhal Pargana.

5. Forest and Excise :

- (i) What prevents us from allowing the forest as the true home for the tribals ?
- (ii) How to reconcile the Forest conservation in national interest and the sacred rights of the tribals in forest ?
- (iii) Can we allow prohibition in the same manner as we have done in Gujarat and Maharashtra ?
- (iv) If our whole developmental plans in tribal areas fall due to excise policy, is there any justification for its continuance ?
- (v) What is the pattern of exploitation of the tribal owing to "forest" and "excise" ? How can they be minimised if not stopped ?

The symposium was held in the University Department of Anthropology, Ranchi University on the 12th and 13th January, 1974, Sri R. S. Mandal, Vice-Chancellor and the Chairman of IIPA presided and Dr. S. V. Sohoni, Lokayukt, Bihar inaugurated.

Dr. Sohoni, inaugurating the symposium said that there were three requisites of a good system of administration, (i) that there should be a brain trust, (ii) that all subjects which by their nature hang together should be dealt with together, and (iii) that administrators of different departments like the traders selling their wares should compete for giving full satisfaction to their clientele. He further wanted that the Civil Servants should reorient their attitude according to the

felt needs of the people and commended Government of Bihar for acceptance of Performance Budget System to ensure better accountability. He detailed the history of administration in Tribal areas during the British period and their purpose in keeping the Tribes in isolation. He was amazed to find that we are administering tribal welfare programmes without any clear definition of tribes. He talked about the compulsions of Constitution and various measures taken to make the tribals catch up the non-tribals in the economic race. He pointed out certain ironies that comparatively speaking plateau region is not unfavourably placed in some material aspect and as such region by region comparisons indicate better economic condition than in other parts of Bihar. But still the tribals are at their lowest ebb. He suggested integrated Area Programme along with C. D. and rational extension service so that they are integrated in the mainstream of national life. His scholarly paper is published for wider circulation in part III.

Dr. L. P. Vidyarthi, the General Secretary IIPA welcoming the participants introduced the theme and presented a brief paper. Basing his findings on the recommendation of Task Force on the Development of Tribal areas Planning Commission of which he was the Chairman, he said that the welfare administration during the Fifth plan is based on Area Development Approach and pleaded for single line administration for the Tribal areas (Paper in part III).

Sri R. S. Mandal, the Chairman in his presidential address regretted that the history of Tribal areas in Bihar is the long history of exploitation of the Adivasis by the money-lenders, traders and social workers and made a fervent plea for sympathetic attitude of administrators towards the Tribes and their problems. He found that administration in tribal areas is effected by the psychology of exploitation among the people and represented by a plethora of officers which can very well confuse the poor tribals. He made a plea for single time administration in which the tribals have the tradition to locate the Marang Saheb before whom they can place their grievances and expect redressal. Multiplicity of administrative agencies, according to Shri Mandal, has made more harm to be tribals than doing any benefit. He advocated the principle of granting incentive to the officers posted in tribal areas, planning from below and adequate delegation of powers etc. Something should be done to involve the

rural folk in the planning of the area. The meeting adjourned with a vote of thanks by Sri S. P. Sinha, Joint Secretary of the institute.

The second day session was chaired by Sri K. Ramanujam Member-Secretary Chotanagpur-Santhal Paragna Automous Development Authority in which papers on different section like general administration including Tribal administration, Local Self Government, Industrial administration, Educational administration, Forest and Excise and Public administration were read by Dr. S.D. Singh, Reader in Political Science Ranchi University, Messrs S. P. Sinha, Asst. Director Tribal Research Institute, J. Prasad, Deputy Secretary Chotanagpur-Santhal Paragna Antomous Development Authority, Balmakund Sharma, Regional Director of Education Government of Bihar, T.R. Sharma, Asst. Director, Bihar Tribal Research Institute B. K Roy, U. G. C. Fellow for Quality Books-University Scheme, Narayanjee, Secretary, Adimjati Sevak Mandal, and Sri B. N. Sinha, I.P.S. Chief Security Officer, N.C.D.C. respectively. Fruitful discussion followed in which tribal leaders like Messrs. Joel Lakra, Lalit Kumar Kujur, Ram Narayan Khalko and others participated.

Dr. S. D. Singh of the Political Science Department of Ranchi University while making some observations on the Administrative organisation in Bihar threw light on the role of civil service which he maintained should be viewed in a particular social settings in which they are placed in. The process of transformation of a traditional feudal society into a modern society warrant an independent civil servant, exercising their judgement without fear of being penalised. He deplored the growing loss of standard in selection of condidates by the State Public Service Commission as well as wide spread corruption in all governmental departments. The altered role of civil servants requires corresponding alteration in their attitude and working. He advocated a new system of training of civil servants. He wanted that emphasis in District Administration should be shifted from law and order and revenue administration to economic and social administration. He also wanted that the scope of peoples participation in administration should be made more effective and meaningful.

Sri S. P. Sinha of the Bihar Tribal Welfare Research Institute, Ranchi talked of new challenges before the administration in the

wake of continued paternalistic isolationistic frame work of the bureaucracy specially in the non-regulation areas of Bihar. He talked of *Kolehan* and *Damin-i-koh* and the institutions of headmanship among the tribals which are acknowledged institutions showing the tribals own ingenuity but he felt that they might not be best suited for the implementation of Socialistic programme which Constitution of India wanted to be implemented. He said that socialist programme is integrative, the tribal policy is segregationist. The tribals special Tenancy law, their personal law, their privileges, their special programme, their hereditary leadership, their class division of *Hork* and *Praja horoko*, their excessive regionalisation etc. work against heralding of socialist programme expressed through Parliamentary democracy. Sri Sinha saw many such contradictions in the administration of tribal areas.

Sri Narayanji, Secretary of Adimjati Seva Mandal, Ranchi in his paper characterised the present administrative anarchy due to faulty interpretation of law so much so that there is no coherence in various pronouncement on the ticklish issues like Fundamental Rights, Privy Purse etc. by different courts in High Court and Supreme Court. Sri Balmakund Sharma, Regional Director of Education in his paper on Tribal Education in Chotanagpur, quoting figures brought out the impact that education has made in bringing out the Social & Economic change among the tribals.

Sri B. N. Sinha, I.P.S. Chief Security Officer N, C. D. C. made the plea of a clear cut objective so far as suppression of the unlawful activities and politics of extremism in mining areas of Dhanbad-Bokaro are concerned. Sri Lalit Kujur and Sri Joel Lakra wanted a separate state as a panacea for all ills of Tribals. Dr. D. P. Dhar made a plea for separate cadre of Medical Service for Tribal areas. Mrs. R. O. Dhar, Director, Bihar Tribal Research Institute contributed her paper on Tribal Welfare.

Sri T. R. Sharma, Assistant Director, Bihar Tribal Research Institute dwelt upon the Forest and Excise legislations and the rights of the raiyat. Dr. Lal of Lac Research Institute dwelt upon the management of Lac Cultivation and attended usefulness to the tribals. The session was followed by contributory and subsidised lunch.

In the third session of the seminar the following recommendations for the different sections were made. Sri R. S. Mandal, the Vice-Chancellor of the Ranchi University was in Chair. The draft recommendations were presented by Sri K. Ramanujam, Member-Secretary, Chotanagpur Santhal Parganas Autonomous Development Authority, and Dr. L. P. Vidyarthi, Professor of Anthropology, Ranchi University which were discussed by a house of 46 gentlemen present. These recommendations do not necessarily reply to all the issues raised in the earlier agenda paper but they, by and large, meet the requiremnts for further exploration.

II

Recommendations

1. General Administration including Tribal Administration :

- (a) While recognising the importance of orientation and training of civil servants in their changed role the seminar urged the creation of a sub-cadre of officers for tribal areas with full compensatory benefits. It was also recommended that the Area Development Commissioner with full powers of coordination and execution should be assisted by an expert on tribal culture as co-administrator.
- (b) Since voluntary organisation's programmes are too routinized and they became the victims of politics, they have to be involved through a cadre of dedicated youth in some of the challenging tasks in the changed context specially among hill tribes and less known but worst fated tribes. They are expected to play role in prevention of different types of exploitation in shape of restoration of alienated tribal land and other exploitations by the money-lenders and other. For this purpose the Universities and Colleges teaching Anthropology or located in tribals areas should be specially involved.
- (c) These voluntary agencies be given new tasks other than their old system of running of schools, hostels, orphanages etc. which the Welfare Department itself is doing. They may be yoked in some of the developmental and welfare activities of the Government.

- (d) The Institute should held a seminar on the problem of exploitation in near future and should conduct focussed research on this problem.
- (e) To ensure single line system of administration the Area Development Commissioner - cum - Member Secretary, C S A D A, may be given over riding powers. Task Force on Development of Tribal areas the Area Development Commissioner should be assisted by an expert on tribal culture (Anthropologist/Sociologist). The expert's role should not be confined to giving advice but he should be required to assist the ADC in project formulation and implementation of programmes.
- (f) Orientation and Training Programmes are considered very important in pre-service and in-service period so that the desired affect is projected in the working of the oriented officers.
- (g) Regarding compensatlons and allurement to the workers in tribal areas steps may be taken according to the recommendation of the Tark Force set up by the Planning Commission for the Development of Tribal Areas.
- (h) If separate cadre of Medical Service for Tribal areas is not presently feasible, a list of officers in Medical Cadre who have to work in Tribal area with full compensatory allowances and benefits may be maintained.
- (i) Expediency in meeting justice be maintained. The justice should be speedy as well as cheap.
- (j) Noting the necessity of the need of simple system of justice the seminar did not feel like recommending the abolition of Kolehan and snall cause court in Damin-i-koh.
- (k) Procedural difficulties experienced by the executors should also be considered by the Government.
- (l) Ineffectiveness of implementation of the Bihar Scheduled Area Regulation was taken into consideration was found that it has not been able to deliver the good, and therefore, steps be taken to see that the implementation of the Regulation is done ruth-
Exclusively for the Regulation area, the B.D.O. or

Anchal Adhikari may be empowered and made responsible for the effective working of the Regulation.

- (m) Considering the backwardness of the area the State Government should make adequate allocation of fund from general sector in addition to the special fund.

2. Local Self Government :

- (a) It was felt that the tribal participation in the running of Zila Parishad has been negligible and therefore ensuring their maximum participation even by tribal reservations in Zila Parishad election was recommended.
- (b) It was also felt that traditional Panchayat has some positive role to play in achieving very much wanted people's participation.
- (c) Concern was expressed that in overwhelming tribal pockets the tribals have not been able to send tribal candidate as successful Pramukh and therefore, it was recommended that area having more than 50% tribal population should necessarily send tribal Pramukh.
- (d) It was considered necessary to discuss the problem of ethnic co sideration in formation of Zila Parishad threadbare in a separate seminar.

3. Industrial Administration :

- (a) It was viewed with concern that the local people were not prepared even for III and IV category of services in different undertakings set up in this part of the country. Therefore, it was recommended that services having emolument up to Rs. 500/- should invariably be given to local people.
- (b) The recommendations of Task Force of Planning Commission for Backward areas were considered and were found worth adopting so that the people could become co-sharer of those Industries by their employment as envisaged in the Fifth Five Year Plan.
- (c) It was also decided that a committee on national level may be formed to go into this question of providing, the correct answer to the peoples grievances against the employment policy of the industries in public and private sectors.

- (d) The Rehabilitation of the displaced persons in new industrial zones on 'land for land' basis may be done.
- (e) Perspective Planning may be made before the start of any Industry and full significance of the problem of industrial nomadism brought out by Dr. Vidyarthi in his H.E.C. Study be carefully understood.
- (f) A Training programme which could improve the ability of local persons so that they may be taken in industry as workers may be launched.
- (g) The artisan communities like Chikbaraik, Mahlis, Turis etc. could respond very ably to our small industrial enterprises. It was for government to modernise them and provide them with market.
- (h) The tribal should be pushed up to take up the role of industrial entrepreneur.

4. Educational Administration :

- (a) The recommendations of the Task Force on Tribal Education of the Planning Commission were considered and found suitable for this area.
- (b) Since the area has been sparsely populated the all India norm of one school for 400 population cannot be adhered to, and therefore, some such formula shall have to evolved so that the tribals boys have the schooling facilities at their very door and that too in their mother tongue in primary stage.
- (c) It was agreed that the Education can be taken as an effective agency in changing the tribal personality specially among the non-Christian tribals because of their attitude towards educating their children
- (d) It was also decided to give due emphasis on girls education among the tribals by setting up residential schools for girls.
- (e) It was found that hostels meant for tribal boys become a place where they have stunted growth of their personality and therefore, instead of keeping them segregated they should be kept with non-tribal boys so that they have new models, and new world

- (f) Hostels for boys and girls even at Primary level be provided in which apart from free lodging and boarding uniform and books be given to them free of cost.
- (g) It was also felt that the post of Tribal Education Officer be revived at zonal level.
- (h) For having teachers who could teach through the medium of mother tongue, special training in tribal dialect of the district be given to them at the time of training.

5. Forest and Excise :

- (a) The recommendation of the Task Force of Planning Commission for Backward areas was considered fit to be adopted.
- (b) The Forest policy of the Government needed proper publicity.
- (c) The Forest staff may be given proper orientation.
- (d) There should be proper opportunity for the tribal living in the forest to exploit the minor forest produce.
- (e) The need of man made forest and farm forestry was established and It was recommended that Fifth Five Year Plan's priority to reversal of forest policy from its former role of conservationist to the future role of productionist forestry be maintained.
- (f) The question of prohibition was discussed and it was recommended that the tribals at the first instance be allowed to brew their home liquor.
- (g) Inter-state decision to close all the country liquor *Bhattis* be taken.
- (h) The loss of excise revenue can best be compensated if the tribals are weaned away from spirit liquor. The Central Government may come to the rescue of the State Government by providing a fund to compensate its loss of revenue. It was found that whatever developmental and ameliorative measures are taken for the tribals in forms of the conservation of their saving and wages, they are taken away by the *Bhattiwallas* (distillers).

General Recommendation

A proper machinery at the Institute's level may be evolved which should keep a close watch on the review of recommendation made by the seminar.

The symposium in short recommended that the voluntary agencies through their cadre of dedicated workers should take up some of the challenging tasks of welfare and eradication of exploitation in the changed context of the situation specially in remote unknown hilly regions of this state. For speedy administration of justice it was felt necessary to recommend the continuance of Kolhan and small cause courts in Singhbhum and Santhal Parganas respectively. It showed its concern for ineffectiveness of the implementation of various tenancy legislation for the betterment of the lot of the Tribals. The need for creating tribal entrepreneurs was felt. It emphasised on girls education, opening of hostels for primary and Middle School, free book and uniform, midday meal and two teachers schools.

Sd. R. S. Mandal
President

Sd. L. P. Vidyarthi
*Hony General Secretary and
Vice-President*

Evolution of an approach to problems of Protection and Development in Tribal Areas

by Dr. S. V. Sohani
Lok Ayukta, Bihar (Patna)

The Indian Institute of Public Administration, has provided, from time to time, very useful facilities, for discussion of public affairs in a detached and scientific spirit at such forums, where persons with experience of practical administration can share their information with social scientists. I am grateful to the authorities of Ranchi branch for the opportunity of meeting such a distinguished gathering of scholars of anthropology and experienced administrators this afternoon.

In the initial review of the problems that should be discussed at this symposium Dr. Vidyarthi referred to a very large number of subjects, and I think it is necessary for me to touch a few aspects of some of these subjects. I think, I should begin by stating very briefly what are the three essential requisites for administrative success. Since we are aiming at forming an idea of what changes are required in a limited region, I think I would be justified in making a reference to this aspect. The first requisite of administrative success is that there should be a body of men with deep experience of the subjects they are called upon to deal with, not only theoretical experience, but experience of practical administration connected with live issues. And these people should be in constant session, detached from executive responsibilities in the matter of execution of schemes. They should, by pooling their information, arrive at policies and formulate programmes. Such a brains trust is an absolutely essential requisite for achieving administrative

*Based on verbatim report of the Inaugural Address on the symposium on Needed Change in Administrative Structure of Tribal Areas in Bihar held under the auspices of Indian Institute of Public Administration, Ranchi Branch held in the Department of Anthropology, Ranchi University on January 12-13, 1974.

success. It may be that you give a different label to that brains trust. Ordinarily, it is supposed to be residing in the secretariat of a public administration. But it is possible, Mr. President, to take a larger view of the matter for laying down dimensions of the brains trust. That's one.

The other essential requisite for administrative efficiency and success is that all the subjects which, by their very nature hang together, should also be incorporated together in the administrative structure. If we are dealing with water for the purpose of irrigation of our tracts, it would be wrong to have different compartments to deal with wells or dams or lift irrigation. They must all be put together. If you are dealing with education, it would be wrong to isolate the different branches of educational administration and to keep them away from each other. This point could be illustrated by several examples. We must so organise a department, the structure and mould of the department, that the functions which are similar are brought together and not kept apart. By keeping them apart you waste time, energy and money, and we cannot as a poor nation afford to do any thing of this sort.

Mr. President, the third requisite of administrative efficiency and success is that the connected people understand what you do. It is very necessary fully to appreciate this point. Every department of Government is like a band of traders wishing to sell their wares. They have got clientele, their customers. They must be in touch with them. Every group in administration must appreciate that their group affects, causes impressions on certain sections of people whose interests they are supposed to deal with. It is very necessary that the related sections of the community affected by the working of the department should be made aware of the policy and programme and all matters connected with it, from time to time. Unless there is a complete understanding of the works of the Government agencies, I dare say, that agency would not be successful.

During the first President's rule in this state, we had worked out a report. I hope that report finds an honorable place in the literature that Dr. Vidyarthi would deal with. In that report we made a large number of useful recommendations. As you, Mr. President, will recall one recommendation was in the matter of Indebtedness. The other day, the day before yesterday, while coming over

to Ranchi from Hazaribagh, I happened to make an enquiry about one particular amendment of Money Lenders Act, I was told that beneficiaries of that amendment did not know that such an amendment infact had been made. When I asked administrators, about it, they said, the first difficulty they encountered was that palpable ignorance remained in connection with amendment so that their first task was to tell the concerned people as to whether they know about the amendment to give them information about it and then to start proceedings in matters of individual debts being reduced or wiped out. It is very necessary, Mr. President, that the administrator should so achieve things that the related sections of the society understand the policy and are deeply impressed with the need of executing that policy so that the much needed co-operation is forthcoming. These are the three essential requisites of administrative success.

Sir, I should like to refer to two specific matters. I am convinced, I was convinced even when I was in service, I am convinced much more since I retired Mr. President, that the civil service is in great need of re-orientation of its outlook. The civil service must appreciate that it has to drop the outlook of developing a relation in society as between the rules and the ruled. The civil service must imbibe the spirit of service, they must come up with the attitude of being insiders and not as outsiders. They must come up with a determination that by their works the lives of people are bettered not that their own nests are feathered.

It is this particular outlook on the part of civil service which to my mind is the greatest change that is required in the matter of public administration. And unless this change takes place rapidly I am afraid, we will not be able to achieve our targets. This was the point that the Prime Minister stated some time ago. She put it in words which might have been different. She pleaded for a change in the outlook and added that the change in the form of administration would follow. Let us adopt that change in the spirit. It may be, Mr. President that the function of the symposium is to discuss what form are to be changed. But this change in outlook is absolutely necessary.

The other detail that I think I should refer to as very relevant in the present context, is the decision of the public administration in

this country, both the Union Government and State governments, to switch over to a performance budget system with effect from 1st April, 1974. This is a big change and a change that is going to be extremely useful in assessing the administrative efforts in the country. This is a big change over from the mere financial audit point of view. After all, who are the real assessors of government efforts? It is the people who are the assessors of government efforts. The people who are affected. But the real thing is that the benefit to the people should be subjected to scrutiny of this character; and the performance budget which should, henceforth, be the main system, is going to be extremely important matter and will be useful in analysing data pertaining to any particular branch of administration or branches of administration.

The subject of our symposium is:—"What changes should be made in the administrative arrangements relating to tribal areas" I think it would be useful to review that changing concepts which governed the approach to this important matter. It has been correctly observed that there is no satisfactory definition of the term 'tribe' in this context. In 1898 I believe Lord Curzon was Governor-General of India at that time, somebody got off with a big monograph on tribal population of Simla which was nothing but a satire on the officialdom of Simla going there from Delhi every summer season. It is difficult to know what is a tribe. I tried to seek a definition of tribe in the Constitution. It is not there. The subject of the symposium is what change should be made in the administrative arrangements relating to tribal areas. I think it would be useful to review the changing concepts which govern the approach to this important matters.

It has been correctly observed that there is no satisfactory definition of the word tribe. Article 342 of our Constitution does not define tribe or tribal community except by declaring that the scheduled tribes are the tribes or, the tribal communities or parts of or, groups within tribes or tribal communities which the President of India may specify by public notification. Social workers, anthropologists and administrators are found employing different criteria, in this connection. What qualifies an area to be designated as tribal area is, again, indefinite proposition. Participants in our symposium would, I hope begin their discussion by adopting as nearly agreed definitions as feasible, before setting forth their own individual points

of view. In this wonderful world of ours many tribals do go out of the tribal areas; and what happens to them when they go out?

The British literature on the subject generally refers to existence of 'primitive' tribes, the emphasis being on the protection afforded by forest and tribal culture and on the need of pursuing a policy of isolating this part of Indian population from external influences. The British policy was based on principles of preserving isolation through imposing a *status quo*. Yet this policy was eroded by a strongly held belief in *laissez faire*. This was the exact opposite of an approach based on effecting planned contacts on the basis of a positive policy of economic progress. Since nobody in society can really live in isolation, despite geography or different pattern of culture, a do nothing outlook, so common in the 19th century official India afforded a cover to a good deal of outside social and economic forces getting into these so-called isolated areas. For example, if this policy took it for granted that establishing communications in tribal areas would damage the essence of isolation, it generally put a blind eye to those who got in, despite the lack of roads and bridges and other facilities of social contact.

Towards the commencement of the 19th century, British administration adopted a cardinal policy of governing tribal areas through special laws whereby executive officers were empowered to administer civil and criminal justice besides handling land revenue matters. The principle of separation of these areas from the jurisdiction of provincial legislatures continued even during the first half of the current century. Although the content varied, one gets a series of categories like regulated and not regulated areas, wholly excluded areas and areas of modified exclusion, excluded areas and partially excluded areas.

There was a distinct though very small, carry forward of some aspects of these principles when the Constitution was adopted. The framers of the Constitution were keen on evolving a system which would safeguard the tribal way of life, protect their economic interests and ensure their development so that they would achieve their legitimate position in the general life of the nation. This objective was expressed firmly in Article 46 of the Constitution which enjoined— "The State shall promote with special case the educational and economic interests of the weaker sections of the people and, in particular of the Scheduled Castes and the Scheduled Tribes, and shall

protect them from social injustice and all forms of exploitation". As we have seen there is constitutional provision for declaration of any area having substantial population of tribal people as a Scheduled Area. In all states having Scheduled Areas, a Tribes Advisory Council has to be set-up and periodical reports have to be submitted to the President of India about their administration. Under the Fifth Schedule of the Constitution, there is provision for the Union Government giving directions to the State Governments about the administration of the Scheduled Areas. Under Article 275 of the Constitution, there is scope for Central financial assistance towards promoting the welfare of the Scheduled Tribes and raising the level of the administration of the Scheduled Areas to that of the rest of the State. It would, thus, appear that it was intended under the Constitution that a dynamic policy of development should be pursued consistent with the principle of protecting the educational and economic interests of this section of Indian Society.

As students of the Indian Constitution are aware, subsequently, two major principles governing administrative action have been adopted viz. (i) the principle of planned progress : and (ii) the goal of a socialist society. These two, taken together, point towards levels of achievement which would be far more comprehensive than those based on the scheme of the Fifth Schedule of the Constitution.

The first of these two major ideals takes into account the administrative arrangements demanded by community development as basis of national extension service. Theoretically, this means that development to be effective, should not be confined to an isolated fragment of a society and must be a total process, which involved the total individual and the entire society.

It is in this background that during the last twenty years or so, the administrative policy of community development and tribal development blocks was adopted. The theory of a C.D. block is that the needs of the people of the block should be surveyed, a programme of fulfilment should be drawn-up, based on suitable outside financial assistance, which was expected to be supplemented by the voluntary participation of the local population through contributing their surplus labour resources.

I hope that participants in this symposium would be in a position to assess how these principles and their related procedures have worked

in actual practice. I further hope that while no body can and should be carried by mere dogma in these matters, the conclusions of these discussions would be found useful from a practical point of view. I am sure that the proceedings would be a landmark in the literature on the subject of the proper preservation of tribal life and culture, the integration of Indian population and the rapid development of backward areas, realising as we must that the tribal population of Bihar is the second biggest in the whole country.

Mr. President, the Chotanagpur region accounts for 44.8% of Bihar area and 29.4% of the State population. North Bihar holds 0.8% of scheduled tribes population. South Bihar 0.9%, whereas Chotanagpur region holds 32.1%.

It would interest you to know, that in terms of the census statistics of 1971, the plateau region is not unfavourably placed in some material respects: while 18% of North Bihar's population is literate, Chotanagpur area, with its 20.4% literates stands next to South Bihar with its 24.3% and has the highest percentage of female literates. Again region-wise, Chotanagpur holds a higher percentage of urban population than either South (12.6%) or North Bihar (5.2%). The ratio between non agricultural and agricultural workers is more favourable in this region (25.5%) than in the other two (19.8 and 12.2% for South and North Bihar, respectively). There are more workers in this region engaged on mining or quarrying operations, in manufacturing and processing industries and in transport and storage industries than in other regions of Bihar. By these yardsticks, region by region comparisons indicate better economic conditions than in other parts of Bihar.

It is possible to assail such a surmise by pointing out that averages are misleading and if statistics of affluence and abject poverty are mixed up, the averages based thereon, might be even more misleading. But I would like to remind you that problems of poverty, economic backwardness and retarded welfare environment might be even more acute in extremely dense belts of population than in areas where land per head is demonstrably larger. I think, we would all agree that a scientific outlook would require that we should not jump to conclusions regarding regional conditions and the utmost care should be employed to collect reliable data. How far the living conditions of the landless in our Northern districts resemble or differ from these prevailing in unindustrialised tracts in our hilly districts, is matter for serious thought.

A progressive administration is always engaged in identifying economically backward areas in its jurisdiction and affected sections of its population inhabiting these areas. After all, a public administration is an arrangement to maximise public welfare. Anything below a minimum, considered necessary for physical survival as a base for material progress, should demand priority in betterment projects.

After identifying areas and sections of our society in this light it would be necessary to ascertain, what changes are needed to make improvements; and it is in this context that we are asking the question, what changes are needed in the structure of administration.

I suggest that the principle of Integrated Area Development taken along with that of community development and national extension service, should be a very reasonable basis for administrative change.

If this were correct that no section of the Indian population either can or should be kept away from the main stream of our national life and that our problems in different areas are more similar than dissimilar, it would follow that the administrative structure adopted to secure material progress would at most entertain a target of achievement larger in magnitude, in proportion to backwardness, so as to remove imbalances among regions and different sections of the society. I dare say that nobody would advocate that a cultural pattern should be fossilised for ever on a false notion of preserving it for anthropological study of future generations of social scientists.

I hope that in this symposium, there would be discussed difficulties of these areas, taking into account obstructions in development imposed by topography, lack of capital formation, absence of local entrepreneurs as distinguished from a way of life that is different in some respects from that of neighbouring communities.

The question of resources under a planned economy is somewhat elusive, on account of unforeseen factors coming to the surface at short notice. Accordingly, it might be possible only to indicate broadly in what directions development of resources, in order to promote the economic stamina of specific limited areas situated in a region.

With these words, I have great pleasure in inaugurating the symposium.

Once again, let me thank the authorities of this Institute for their kind invitation.

—Jai Hind

**Seminar on "Needed Change in Administrative Structure of
Tribal Areas in Bihar"**
January 12-13, 1974

**Some basic postalates in Tribal Administration :
Introducing the Seminar**

L. P. Vidyarthi

University Prof. of Anthropology,

&

Vice-President & Hony. General Secretary

of I. I. P. A. (Ranchi)

Dr. Sohoni, Sri, Mandal, Members

of I. I. P. A.,

Ladies and Gentlemen :

I feel greatly complemented this afternoon to welcome a distinguished audience of public servants, scholars, researchers, and publicmen who have assembled here under the auspices of the Ranchi branch of the Indian Institute of Public Administration. While the Institute sponsored by the late Prime Minister, Pandit Jawaharlal Nehru at Delhi has been able to play a very significant role at the national level in the various fields of public administration, the Ranchi Branch continues to be in its infancy owing to its late beginning and several other organisational handicaps. However, considering the challenging task of tribal administration reflected in its numerous geographical, ethnic and historical factors, it has reorganised its structure and is determined to play a significant role in the tribal belt of Chotanagpur under the guidance of its new president, Sri R. S. Mandal, the Vice-Chancellor of Ranchi University and the former Chief Secretary of Government of Bihar. This first seminar organised under the auspices of Ranchi branch and which is going to be inaugurated by a brilliant administrator and scholar, Dr. S. V. Sohoni, our former Chief Secretary and present Lok Ayukta of Bihar, is a good augury. The overwhelming response received from different corners will evidently go a long way in encouraging me to take up

several follow up steps to resolve the complex issues of administration in the tribal areas of Bihar.

Before I come to discuss the specific theme of administration for tribal Bihar, I like to bring to light certain general factors of administration as administrative structure of any region or state is closely linked with the national policy and philosophy. India is passing through a phase of all round crisis. Several types of progressive and reactionary forces are competing with one another. Moral orders are being eclipsed by technical orders. In the field of administration as well, which is part of society as such several types of stress and strain are being felt and some of the following points deserve closer scrutiny.

(1) The concept of separation of power in terms of executive, legislative and judiciary as well as the involvement and interference of the legislators in administrative matters deserve a careful scrutiny and safeguards.

(2) The controversy over the roles of generalists vrs. the specialists in Administration in the context of specialisation and complexity of the problem deserve special attention. In the light of professional ethics and complexity of the situation, it is envisaged that the civil servants and the experts in different fields should sort out their role and function as co-administrators in a team spirit and work in unison to achieve the goal.

(3) The inter-group relationship between the administration and the people also deserves a careful analysis. There is a need for a change in attitude on the part of both the administrators and the people. We have rather a confused attitude towards our administrative machinery. The hang over of the foreign rule in term of suspicion and antagonism continues and the national aspirations are lost sight of. There is a need for building up national consciousness both on the part of the administrators as well as the people to ensure a sound, efficient and honest administration. In other words, an efficient, progressive and patriotic administration is a fundamental requirement for healthy growth—as essential as other resources, such as technology, capital, raw material, water and power. The national plans and dreams cannot be fulfilled in a complex form of society without the support of a net-work of honest and efficient adminis-

(4) The services should prepare themselves to face severe stress and strain which are being constantly caused to them owing to political considerations. In these days of political instability peculiar party alliances, ideological conflicts and slogan mongering the responsibility of the services is all the more onerous. The civil servants committed as they are to the constitution of India should rise equal to the occasion to make sacrifices and play their rightful role selflessly with patience, determination and dedication.

While these and several other general factors do help or hinder administration in the tribal areas of Bihar, there are certain special factors concerning tribal administration which deserve our attention. The constitution provides certain safeguards to the interests of the tribals to save them specially from exploitation. Several programmes, schemes and projects have been sanctioned for their all round developments but the desired results have not been achieved. While dozens of reports have been prepared from time to time to bring out the failure in achieving the objectives, the administrative lapses deserve a careful scrutiny.

While the time allotted to me does not allow here to make either a historical or comprehensive appraisal of the instruments of administration for tribal Bihar, I like to mention one or two latest developments in this field to ensure better deal to the tribal area. In the field of tribal administration, the latest development is the enactment of Chota Nagpur and Santhalparganas autonomous Development authority. As I am all for Area Development Approach, and so far the objective of the administrative set up is to emphasise the development of the tribal area to remove regional imbalance, I am all for it. But the composition and functioning of the authority so far have been disappointing and instead of proving an effective machinery for development it has proved to be a "political toy." The authority is not free from its teething problem, and one wonders if the present trend continues, instead of growing an efficient machinery for development it may prove to be another bottleneck in the administrative structure of the State and the Nation.

While space does not provide to go into the details of its weaknesses and suggest, I like to refer to my reports of National Task Force on Development of Tribal Area which I submitted to the Planning Commission as its Chairman, which recommended the

composition of a high power development Authority for tribal areas in the different States which should have the entire administration of these areas under its full control. This authority should have sufficient decision-making power, so that important matters are not required to be referred to the State Govt. but, so far, this objective has not been achieved in the least.

In the light of the simple and unique cultural pattern of the tribals and of tribal areas, it is suggested that the *principle of single line administration should be adopted*. The Area Development Approach envisages an integrated administration under the control of a single administrator at the top in the region. The present administrative structure apart from inter-departmental co-ordinations call for co-ordination at several levels : such co-ordinations become specially difficult when the decision-making process of the so-called autonomous Authority conflicts with those of the Commissioner of the Chota Nagpur Division on the one hand, and Bhagalpur Division on the other. As envisaged in the Fifth Five Year Plan the Area Development Commissioner with the help of an expert on tribal culture as the co-administrator should co-ordinate all the affairs of the region.

Such a tribal region needs to be divided rationally in terms of micro, meso and macro zones for launching the development programmes. The problem of effective implementation of development programmes can be best achieved when the size of the districts specially of Ranchi and Santhal Parganas is reduced by splitting them into viable eco-administrative units. Such a step is specially needed when the area suffers from communicational bottlenecks of worst type.

In addition to carving out viable administrative units and regions the administration, as a matter of policy should emphasise the concept of "development" instead of "welfare". The concept of development will lead to healthy development of the "rural weak" as such. Welfare programmes are linked with the distribution of doles which on the one hand neglects the integrated growth of the tribal society and also lead to the release of the forces of conflict and tension on inter and intra tribal types.

The multiplicity of schemes launched through different administrative agencies should be avoided as far as possible. In the present

In the welfare sector, again there are centrally sponsored schemes, state-sponsored schemes, and there is a plan to have authority sponsored schemes. Such flow of schemes from diverse sources make implementation, supervision and evaluation quite difficult. It is prerequisite for an Area Development Approach to pool together all the available resources and skill to invest them in an integrated development of the region. Such a policy, if accepted, will need drastic changes in the administrative structure of the area.

For the implementation of development schemes a band of dedicated and trained workers are needed. Unfortunately, the training programmes in Bihar have sustained a considerable set back, and perhaps the administrators have taken it for granted that such training are not needed for them and for their subordinates. This is rather an unfortunate assumption. The civil servants, in general, need an intensive training in tribal culture and human relations. I will go to the extent of exploring the possibility of preparing a special sub-cadre of service for tribal areas. As tribal areas lack certain amenities the posting in the interior areas are considered to be the punishment posting. The officers working in tribal areas should be amply compensated and this is possible only by giving them additional incentives and inspiration. Here again, I like to refer to the report of our National Task Force on Personnel Policy of Tribal Area accepted by Planning Commission for implementation.

Of late the anthropologists who are supposed to have a special knowledge about the tribal ethos and culture are very much in demand by the administration at different levels. There is increasing recognition of their skill in matters of tribal policy and their development. However, their role as a social doctor who has to diagnose the disease, write the prescription and follow up the treatment, remains yet to be realised at the state level. As students of tribal culture, the anthropologists have objective, impartial and sympathetic insights into the tribal culture, as a social analyst, they are supposed to have better perspective of understanding the short term and long term implications of tribal problems in national and international context. But evidently they do lack the skill of management and administration. It is high time that the administrators as generalists and anthropologists as specialist come together to compare notes and work in team spirit to attack the twin giants of the tribal areas i.e. poverty and exploitation.

In addition to these general issues of tribal administration, many other questions in this field as well as other related fields of industrial, educational, forest and civic administration have been raised in our first announcement of the seminar sent to you. During these two days let us start the first lesson of working together under the auspices of I.I.P.A., let us share each other's language and prepare ourselves collectively to ensure better administration for banishing the miseries of the tribal areas.

The members of the Ranchi Branch of I.I.P.A. are happy to record your generous response and we are sure that this two-day deliberation will enable us to prepare specific statements in the shape of recommendation to be forwarded to the state and national government which are currently posed with the task of drawing up Fifth Five Year Plan as well as a sub-plan for tribal areas in this State. The Institute is fortunate enough to have in our midst a galaxy of administrators and scholars specially Dr. Sohoni and Sri Mandal who have been the chief secretaries of Bihar State, and being the captains of the administrative ship of the state they have first hand experience of the instruments of administration operating in this State. Their key speeches with that of Mr. Ramanujam who is actively engaged in tribal administration will definitely enlighten us with the matter of tribal administration. In the light of their valuable contributions as well as contribution of other administrators, scholars and public men specialised in the various fields of administration in Chota Nagpur, we will be able to render some service to the State of Bihar in general and tribal areas where our branch is located in particular.

With these words, on behalf of the Institute and on my personal behalf I welcome you once again.

Jai Hind.

Account of Receipt and Expenditure of Ranchi branch of IIPA for the year 1973-74

Income

1. Received by cheque No. BZ
498689 dated 6.3.1973 from
II P A Delhi.....675.00

2. Received by cheque No. BZ14
895535 dated 4.9.1973 from
II P A Delhi655.00

3. Received by cheque from II
PA Delhi675.00

4. Received by cheque No. BC
48880 dated 19.3.1974 from
II PA Delhi380.00

2385.00

Expenditure

1. Expenditure over meeting's
and seminar held during the
year 433.43

*

433.43

Balance Rs. 1951.57

Balance 1951.57 (Rupees One thousand nine hundred fifty one
and paise fifty seven only) is kept in the current Account in S.B.I.
Upper Bazar, Ranchi.

* Details attached in separate sheet.

Treasurer

Details of Expenditure Incurred Over Meetings and Seminar held by II PA Ranchi in 1973-74

Sl. No.	Name of Articles	Date of payment Amount		Remarks
1.	Paid to Shri Deni for Rikshaw fare	11.1.74	Rs. 1.00	
2.	Paid to Kailash Stores for purchase of stationery	12.1.74	Rs. 6.42	
3.	Paid to Raj Cycle Stores Ranchi for purchase of Chimini & Mental	12.1.74	Rs. 1.45	
4.	Paid to Shri Ganesh Sahu for repairing of Petromax & K. oil	12.1.74	Rs. 3.65	
5.	Paid to Shri V. S. Upadhyay for purchase of Flowers	12.1.74	Rs. 5.00	
6.	Paid to Khansama circuit House Ranchi as charge for lunch to participants in seminar	13.1.74	Rs. 50.00	
7.	Paid to Crown Book Depot Ranchi for purchase of envelopes	8.1.74	Rs. 9.72	
8.	Paid to Bagla Press, Ranchi for printing charge	13.1.74	Rs. 112.88	
9.	Paid to Studio Elite	25.1.74	Rs. 8.00	
10.	Paid to Labourer in cooli	13.1.74	Rs. 1.50	
11.	Paid to Rickshaw puller	15.1.74	Rs. 1.00	
12.	Paid to M/s Gestetner & Co.	13.2. 4	Rs. 26.81	
13.	Paid to Shri R. N. Ghosh for refreshment	27.2.74	Rs. 156.00	
14.	Paid to Shri R. N. Ghosh for refreshment	27.2.74	Rs. 50.00	
			<hr/> Rs. 433.43	

Total four hundred thirty three & Paise forty three only.

Annual Report of The Ranchi Branch of Indian Institute of Public Administration.

The Institute of Public Administration in Ranchi during the period under review held five meetings of the Executive Committee, three meetings of the General Body and one symposium.

Meetings & lectures

The General Body at its meeting on 26th December, 1973 bid farewell to its President Sri M.S. Rao I.C.S. (Retd.) who left Ranchi to stay at Bangalore. In addition to the members a number of persons from the University and public spoke about the qualities of head and heart of Sri Rao.

The Institute jointly with the Department of Anthropology, Ranchi University arranged a get-together of the local anthropologists, social workers, journalists and administrators and political leaders to meet a Fact Finding Committee on Tribal Affairs. The Committee consisting of Mrs. Ramchadran, Mr. A. Hamid and Dr. B. D. Sharma (who could not reach Ranchi) constituted by Ministry of Home, Government of India, New Delhi held discussion with the persons present there. Professor Vidyarthi formulated the problems of exploitation, industrial nomadism, and land alienation, modernism, education, indebtedness etc. in the tribal areas which were discussed by the members of the team. Mr. R. S. Mandal, Vice-Chancellor, Mr. K. Ramanujam, Member Secretary Chotanagpur & Santhal Pargana Autonomous Development Authority, Sri Narayanjee, Bishop Hans., Dr. N. Minz and many others participated.

The next meeting of the General Body was held on the 8th January, in which Sri R. S. Mandal, Vice-Chancellor of Ranchi University was elected the President of the Association.

Following are the office bearers of the Ranchi Branch of The Indian Institute of Public Administration.

3. Vice-President Dr. L. P. Vidyarthi, Professor of Anthropology, and General Secretary. Ranchi University, Ranchi.
4. Joint-Secretaries :—Mr. S. K. Chand, Adm. Training Institute
Mr. S. P. Sinha, Bihar Tribal Welfare Research
Institute, Ranchi.
5. Treasurer :—Mr. J. Prasad, Chotanagpur & S. P. Development
Authority.

Members of the Executive Committee :

1. Dr. S. D. Singh—Head, Depatt. of Political Science, Ranchi
College.
2. Sri T.R. Sharma—Bihar Tribal Welfare Research Institute, Ranchi
3. Sri K. Ramanujam—Member-Secretary, Chotanagpur & S. P.
Autonomous Development Authority.
4. Mr. S. N. Prasad, Deputy Commissioner, Ranchi.
5. Representative of Xavier Institute of Social Service.

A meeting of the Ranchi branch of I. I. P. A. was held on 31/3/1974 under the Presidentship of Sri R. S. Mandal which was addressed by Dr B. D. Sharma, I. A. S., Director of Tribal Administration, Ministry of Home Affairs, Government of India and a Member of the Executive Committee of I. I. P. A. Delhi. Dr. Sharma highlighted the basic features of the sub-plan for the Tribal Areas. He also commented on the contributions made by the Department of Anthropology in formulating the 5th Plans for the Tribal Areas and advised the I. I. P. A. Ranchi to take up researches on the exploitation of the tribals in collaboration, with the Department of Anthropology and the local institutions interested in tribal research. In addition to the members of the Institute several persons interested in tribal affairs, Sri Narayanjee of Adimjati Seva Mandal, Sri Ram Narayan Khalkho, a tribal leader participated in the discussion specially on the sub-plan for the Tribal Areas in Bihar which was presented by Sri Ramanujam. The meeting came to an end with a vote of thanks proposed by Sri S. P. Sinha, joint Secretary of the Ranchi Branch.

Symposium

The institute organised a two day symposium on the Needed Change in the Administrative structure of the Tribal Areas of Bihar which was held in the Anthropology Hall of the University on January 13th and 14th, 1974. The symposium covered discussions on (1) General Administration including Tribal Administration, (2) Local Self Government, (3) Industrial Administration, (4) Educational

men participated in the two day deliberations. Working papers on each theme were discussed and concrete suggestions were made.

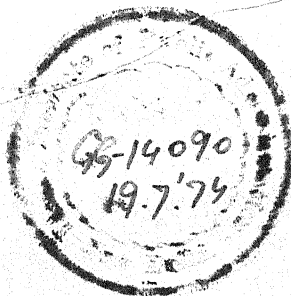
The symposium was inaugurated by Dr. S.V. Sobani, Lok-Ayukt of Bihar who raised several issues regarding tribal administration vis-a-vis general administration of an Approach to problems of protection and development in tribal Areas. Sri R.S. Mandal the Chairman of the Institute presided over the meeting.

The abstract of the proceedings of the symposium is under publication for wider circulation.

The Institute has opened account in the State Bank of India, Ranchi, which is jointly operated by the General Secretary and the Treasurer. The current balance comes to Rs. 1951.57 (copy of the items of expenditure duly verified by a committee is enclosed.)

The Institute has a plan to undertake a research project on the pattern of exploitation of the tribals of Middle India and to organise two symposia : (i) Forest administration and (ii) Industrial administration in tribal areas.

L. P. Vidyarthi
Hony. General Secretary



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